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ABSTRACT

These papers grew out of a desire to follow up recommendations made in 1972 by an internal Office of Education Task Force. The Task Force report documented discrimination against women throughout the nation's education system and made 33 recommendations for change in U.S. Office of Education practices. A follow-up report in 1975 found that little had been done to implement these recommendations. Because of internal reorganizations within the Education Division, changes in legislation, and changes in personnel, it became clear that simply tracing the original recommendations would not give an accurate picture of either accomplishments or needs. Therefore, the concept of the review was expanded to include a general analysis of what efforts the Education Division has made to improve opportunities for girls and women (with special attention given, where possible, to minority women) and of what obstacles to equality of the sexes remain. The 1972 report is the baseline against which progress is measured. These reports aim to identify key problems, describe exemplary efforts to promote sex fairness, and recommend practical changes in Education Division policy and practice that would improve equity for women. Sections deal with the sex fairness of communications, products developed and products disseminated by the Education Division. (Author)

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Sex fairness in education division communications, products and dissemination strategies

The National Advisory Council on Women's Educational Programs

U.S. DEPARTMENT OF HEALTH
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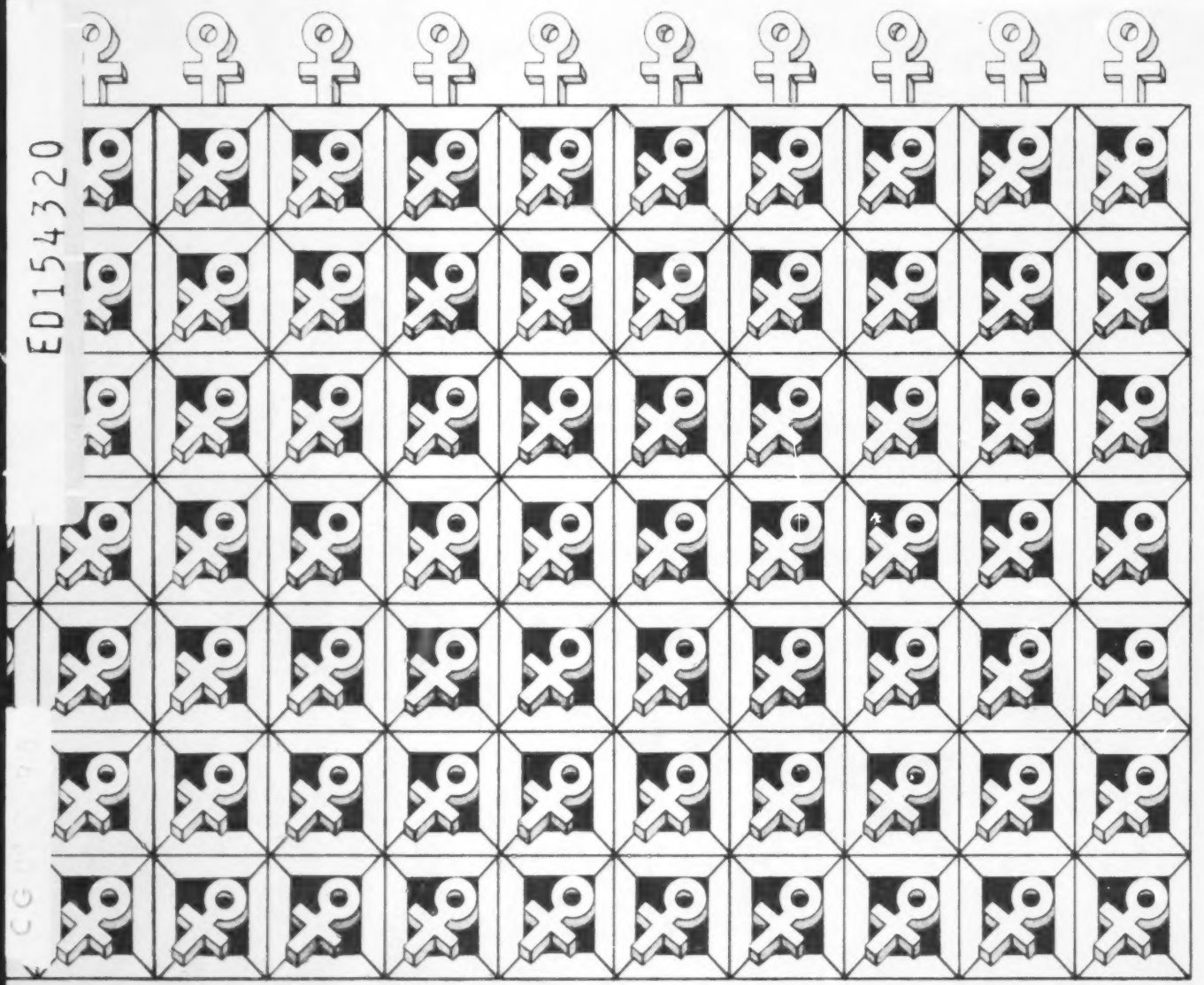

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Sex Fairness in Education Division Communications, Products and Dissemination Strategies

by

Women on Words and Images, Inc.

for

The National Advisory Council on Women's Educational Programs

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Washington, D.C.

November, 1977

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Preface

The National Advisory Council on Women's Educational Programs was created by law in 1974 to advise the Assistant Secretary for Education, the President and the Congress on all Federal education programs as they affect girls and women. Responding to this mandate, the Council has commissioned five papers addressing the following questions: (1) How do women participate in management and policy development? (2) What efforts are made toward sex fairness in the use of Federal funds in the Education Division?* (3) What are the problems in assessing the impact of Education Division programs on girls and women? (4) How sex fair are communications, products and dissemination strategies? (5) What changes are necessary in legislation, regulations and enforcement to prevent sex discrimination and overcome sex bias and stereotyping?

These papers grew out of the Council's desire to follow up recommendations made in 1972 by an internal Office of Education Task Force. The Task Force report, *A Look at Women in Education: Issues and Answers for HEW*, documented discrimination against women throughout the nation's education system and made thirty-three recommendations for change in U.S. Office of Education practices. A follow-up report entitled *Challenging Sex Discrimination Through Organizational Reform* (1975), by Holly Knox and Mary Ann Millsap, two of the original Task Force members, found that little had been done to implement these recommendations. The Council wanted to know what has been done since then.

It became clear that -- because of internal reorganizations within the Education Division, changes in legislation, and changes in personnel -- simply tracing the original recommendations would not give an accurate picture of either accomplishments or needs. Therefore, the concept of the review was expanded to include a general analysis of what efforts the Education Division has made to improve opportunities for girls and women** and of what obstacles to equality of the sexes remain. The 1972 report is the baseline against which progress is measured.

These reports aim to identify key problems, describe exemplary efforts to promote sex fairness, and recommend practical changes in Education Division policy and practice that would improve equity for women.

This report was written under contract with Women on Words and Images, Inc.

**The Education Division comprises the Office of Education, the National Institute of Education, the Fund for the Improvement of Postsecondary Education, the National Center for Education Statistics, the Office of the Assistant Secretary.*

*** The term women as used in these reports includes both minority and nonminority women. The Council is fully aware of, and deeply concerned about, the double burden of discrimination borne by minority women. Wherever possible, minority women are discussed as a special group.*

Executive Summary

The National Advisory Council on Women's Educational Programs, charged with advising the President and Congress on how Federally-assisted education programs affect girls and women, undertook an investigation of the extent to which the Education Division of the Department of Health, Education and Welfare has promoted sex fair communications and products. The Council found that, in 1972, an internal Office of Education (OE) Task Force had made recommendations on sex fairness in the development of materials and the use of OE funds, and, by 1975, little had been done to implement them.

This report is the fourth in a series of five reports prepared in response to the Council's concern with the steps that have been taken as a result of these 1972 recommendations.

Women on Words and Images reviewed materials -- including audio-visual presentations, speeches, conference reports, press releases, pamphlets and brochures, newsletters, and program plans -- from all the major divisions of the Education Division and, in addition, examined products developed by contractors and grantees with Education Division Funds. The purposes of the review were to identify problems and to gather examples so that guidelines could be formulated to ensure sex fair communications and products. The report discusses the results of this examination of communications, products and dissemination strategies and makes recommendations in connection with each. (Chapter I)

The materials developed in-house were found to be generally nonsexist in language and content. Nonetheless, they clearly suffered from the lack of formal guidelines to ensure sex fairness. A crucial problem was identified in connection with speeches, press releases and other documents: the problem of "lost opportunity"; that is, advantage was not taken of opportunities to educate the audience or readers about the existence of sex bias, about women's concerns and about the changing roles of males and females in today's world. Moreover, the review revealed that materials developed for the Head Start program were highly sexist in both content and language. This is serious in view of the importance of a child's early years in the formation of attitudes and values. (See Chapter II.)

Products developed by contractors and grantees with Education Divison funds were more likely to reflect sex bias than were in-house communications -- an understandable finding inasmuch as the Education Division sets virtually no requirements for sex fair content and language. Although certain issues (e.g., First Amendment rights) were mentioned as inhibiting the efforts of Federal officials in this area, some program personnel have taken the initiative to monitor products for sex fairness. For example, the Education and Work Group and the Women's Research Staff of the National Institute of Education have included sex fairness criteria in grant guidelines and Requests for Proposals. In most cases, however, attempts at sex fairness are spotty and inconsistent, and again one finds the problem of "lost opportunity." (See Chapter III.)

Though the Education Division attempts to control the quality of materials and products disseminated with Federal funds by requiring that they be reviewed by a Joint Dissemination Review Panel (JDRP), this requirement may be no more than a paper formality with respect ot sex fairness, which is considered to be merely a part of the larger issue of "social fairness." Again, the absence of formal guidelines hampers the efforts of the JDRP and Education Division officials. Moreover, the National Diffusion Network (NDN), a mechanism by which products approved by the JDRP are disseminated to states and to school districts, does not currently have the positive impact on fostering sex fairness that it might have if all products were effectively screened. (See Chapter IV.)

Some materials reviewed contained sexist language (e.g., use of generic masculine pronouns) and some were blatantly sexist in terms of greater numerical representation of males, derogatory comments about females and their concerns, and the arbitrary assignment of roles and traits purely on the basis of sex. Another frequent shortcoming was that women were not quoted or referred to as often as were men. All types of material were characterized by "lost opportunity."

A fundamental problem is the lack of clear-cut, Divisionwide policy or implementation strategy for dealing with issues of sex bias in Education Division communications, products and dissemination strategies. Too much is left to the good intentions and efforts of individual program officials, many of whom prove in practice to be insensitive to the issue.

It is imperative that the Education Division give high priority to the goal of ensuring that all communications, products and dissemination strategies be sex fair. Formal guidelines should be adopted. (A proposed model of such guidelines is included in the report on pp. 27-40.) Specifically, the Council makes the following recommendations:

GENERAL

1. The Education Division should issue a formal policy statement that all communications, products and dissemination strategies be sex fair.
2. The Education Division should adopt guidelines on sex fairness in communications and products. Copies of the guidelines should be sent to all program directors, contractors and grantees developing products, and to the Office of Public Affairs.
3. All Education Division personnel should be trained in the use of the guidelines and in awareness of the scope and seriousness of sex bias.
4. The Education Division should establish mechanisms to monitor communications and products and to ensure quality control in the use of the guidelines.

COMMUNICATIONS

5. All Education Division officials should make a conscious effort to include in speeches and documents discussion of sex bias, sex-role stereotyping, and the changing roles of men and women.

6. The Assistant Secretary for Education should recommend to the Secretary that early childhood programs, including Head Start, be reviewed for sex bias in materials and programs.

PRODUCTS

7. The Education Division should examine the positive activities that certain units have undertaken to foster sex fairness in products and should issue a directive requiring that such activities be implemented Divisionwide.

8. The Education Division should undertake a study to determine what internal factors facilitate or obstruct the development of sex fair products and programs within the Education Division.

9. The Office of Education should conduct a comprehensive, in-depth study of Federally funded television programs to check for the presence of sex bias in such programs and should prepare a plan for developing sex fair educational TV programming.

DISSEMINATION STRATEGIES

10. The Women's Educational Equity Program should explore ways of taking advantage of the National Diffusion Network.

I.
Introduction

The requirement of sex fairness in communications has two main components: that language be free of sex bias and that the content of both graphic and written materials represent both sexes equitably and reasonably. The first has to do with the words a writer uses: their denotations and, equally important, their connotations. The second has to do with kinds of material and the specific details that a writer (or an artist) selects to include or to omit.

Characteristically, our patterns of communication lag behind the realities of life, often reflecting archaic habits of thought and outmoded social conditions, especially with respect to the roles and characteristics of women and men. To illustrate: even though today women constitute about 40 percent of American workers, even though close to half of all women age 16 and over are in the labor force,[1] it is still common practice (e.g., in some textbooks) to depict women as limited to the traditional roles of wife, mother and homemaker. Conversely, more men are now heads of single-parent families or play a more active part in housekeeping and child rearing than was true in the past, yet communications often fail to take cognizance of this fact. Thanks to the efforts of feminists and other concerned parties, however, publishing companies, the news media, government agencies, academic institutions, private companies, and similar groups involved in communications are becoming more aware of hidden sex biases and are making conscious efforts to correct the situation.

It has long been recognized that the language we use is inextricably bound with the way we think. According to Whorf's principle of linguistic relativity, "the structure of a human being's language influences the manner in which he (sic) understands reality and behaves with respect to it."[2] The intimate causal connection between language and behavior is also emphasized by Thorne and Henley: "Speech is a form of action, not just a reflection of underlying social processes."[3] With this understanding of the part that language plays, the necessity of providing bias free communications becomes even more urgent.

Sex bias in language takes many forms. Rubin comments: "Many of our current communication patterns help to establish, transmit and maintain male dominance.... The male is often associated with the universal, the general, the subsuming."[4] Thus, *mankind, manpower, forefathers, the average man, primitive man, brotherhood,* and the ubiquitous pronouns *he* and *his* are traditionally regarded as generic, applying to both sexes. In fact, a body of research evidence[5] indicates that such usage is exclusionary, that the reader (or listener) often interprets these terms to refer only to males. Thus, the traditional masculine generic is to be avoided by those concerned with bias free communications.

Job titles are another area of language in which sexism is often evident. In such common occupational designations as *businessman, congressman, lineman, delivery boy, handyman, salesman, anchorman,* the sexism is explicit; the implication (an increasingly invalid one) is that women never hold such jobs. Other occupational designations (notably, those ending in *-ette* and *-ess*) are belittling or condescending; they imply that women who engage in certain activities are less competent or less serious than the men who engage in them: e.g., *poetess, aviatrix, scuptress, usherette.* Still other occupational designations emphasize that one or the other of the sexes has traditionally predominated in certain professions: *lady doctor, male nurse, woman architect.* Fortunately, the

Department of Labor and other government agencies now require the use of nonsexist occupational designations, and such neuter job as *flight attendant, salesperson* and *mail carrier* are becoming more generally accepted and widely used.

Other examples of sexism in language are more subtle, involving the connotations of certain sex-typed words. As Rubin points out:

> Words associated with males more often have positive connotations and convey notions of power, prestige and leadership whereas words and phrases associated with females are often more negative (*bitch, broad, spinster*) and convey weakness (*the weaker sex, sweet young thing, little girls always give up*) inferiority (*pretty good for a girl*), immaturity (adult women are called *girls* or *gals* but men are seldom called *guys* or *boys*), and the trivial (*the distaff side*).[6]

The development of special sensitivity to words -- their emotional overtones and affective associations -- is imperative to eliminate stereotyped thinking about human beings.

The requirement of sex fairness in communications goes beyond work choice to the matter of content: how human beings are presented, the specific details that a writer chooses to include in talking about a person. Thus, accounts of women in the news often mention physical appearance (including clothes), their age, their marital and family status, and other irrelevancies that the writer would not mention if the subject were male. Similarly, women are often identified by the occupations of their husbands, and even those women who have achieved notably in some occupational field are frequently referred to as housewives.

This type of sexism can also be found in graphic materials. For instance, illustrations in occupational handbooks and other publications designed for counseling high school and college students typically show women in the role of assistant and helper. Women are pictured looking on, whereas men are more likely to be pictured in motion, doing things. Men are more frequently depicted in outdoor settings. Women wear smiles, men wear neutral expressions (implying greater seriousness of purpose). In all these ways the stereotype of men as forceful, active, independent, and initiators and of women as gentle, passive, dependent and supportive are reinforced.

To free communications from sex bias requires awareness of the stereotypes and constant work against them. It should not be assumed, for instance, that only men hold important and influential jobs or that only women are involved in child rearing and homemaking. As social conditions change, so communications must change, to reflect more accurately the world as it exists.

But beyond that, communications can function as a vehicle for change, a tool of social action. Language can be used as an instrument to further equity for girls and women. It is imperative that the Federal government take the lead in such an effort; communications produced or funded by the Education Division must be free of sex bias and promote sex fairness.

To what extent has the Education Division carried out this responsibility? In 1972, an internal Office of Education (OE) Task Force issued a report which, among other things, documented sex bias in materials developed within OE or with OE funding.[8] The report made several recommendations for overcoming this problem, including the following:

> That OE and NIE (National Institute of Education) ensure that all instructional and public relations materials developed with OE and NIE funds for national distribution be free of sex biases. This would include career and vocational materials used in model and exemplary programs. Specifically, we recommend that:

(a) Guidelines, requests for proposals and other appropriate documents stress as a condition for funding that materials be developed without sex stereotyping.

(b) OE's Office of Public Affairs, in cooperation with OE and NIE program staff, develop a guidebook concerned with avoiding sex biases to assist contractors, grantees and agency staff in developing materials.

A 1975 review of Education Division practices revealed that the second of these recommendation has never been implemented and that the first has been addressed by only a few isolated programs.*

This report discusses the results of an analysis of Education Division communications, products and dissemination strategies. The purposes of this analysis were to identify critical problems and to gather examples so that guidelines for sex fair communications and products could be formulated.

A sampling of materials was reviewed, including communications from the National Institute of Education (NIE), from OE's Office of Public Affairs, Bureau of Occupational and Adult Education, Office of Bilingual Education, Office of Indian Education, and Office of Career Education, and from Head Start, as well as materials from OE-funded projects. The materials reviewed -- both for the report and for development of the guidelines -- took a wide variety of forms. Some were on film or television; others, in pamphlets or periodicals. Some were lengthy speeches or conference reports; others, one-page brochures or press releases. Some were directed toward children; others, toward adults. Some were developed for the general public; others, for educators and staff members.

The method of analysis involved counting the numbers of males and females mentioned or shown and noting their social and occupational roles and their character traits. In addition, special attention was given to language usage and to how the material dealt with changing roles of men and women.

For purposes of the review, *sex bias* and *sex fair* communications were defined as follows:

> *Sex biased communications* are those which arbitrarily assign roles and/or characteristics to people on the basis of sex.
>
> *Sex fair communications* are those which present roles and/or characteristics as appropriate to either sex.

On the basis of the analysis, problems were identified and a set of guidelines to ensure sex fairness in Education Division communications and products was developed (See pp. 27 - 40).

**The problem of spotty -- rather than systematic -- concern with sex bias is discussed in a previous report in this series. See JoAnn Steiger and Eleanor Szanton,* Efforts Toward Sex Fairness in the Use of Education Division Funds, *The National Advisory Council on Women's Educational Programs.*

II.
How sex fair are education division communications?

When asked in an interview what progress the Education Division had made toward achieving sex fairness in communications, the Acting Director of OE's Office of Public Affairs (OPA) replied that sex fairness was the policy of the Department of Health, Education and Welfare and that he had noticed much improvement in this area over the last four years.

This view seems generally valid, with important exceptions to be noted. All articles and speeches written by OE personnel for outside publication must be reviewed by OPA staff. Although neither OE nor NIE currently has written guidelines, OE staff members check for problems of sex and race bias. NIE has an informal review process: Speeches are normally reviewed at the subordinate office level and a final copy is usually forwarded to OPA. When speeches are delivered from notes rather than from a written text, however, the entire clearance process is avoided, and so there is no adequate check on sex fairness.

PRESS RELEASES AND SPEECHES BY OE OFFICIALS

A review of press releases issued by OPA and speeches cleared by OPA, revealed that the press releases generally contained nonsexist language although *manpower* and *fellowship* were used, as was the generic *he* in speeches.

The issues of sex-role stereotyping and of the changing roles of men and women were usually overlooked. Only two of the speakers reviewed mentioned either topic, and both were women. Opportunities to comment on sexism were consistently "lost" in appropriate speeches, particularly on such obvious topics as career education, parenting, and a 1975 speech entitled "Imperatives for the Future."

Speeches delivered by Commissioners of Education and by the Assistant Secretary were examined separately from those of other officials. These speeches were written by or for T.H. Bell, United States Commissioner of Education, and by Virginia Trotter, Assistant Secretary for Education. In addition, remarks exchanged between President Ford and Edward Aguirre during Aguirre's swearing-in ceremony as Commissioner of Education were reviewed

Women were the specific topic of a few of these speeches, and the issue of sex-role stereotyping was discussed, or at least mentioned, several times. Moreover, the speeches were relatively free of sex bias. Frequently, their content indicated that the speaker was aware of and sensitive to the issue of sexism. Most of the language was sex fair. Explicitly inclusionary phrases such as *women and men, he and she, his or her* were frequent. All of Virginia Trotter's speeches were free of sexist language. In some speeches, however, usage was inconsistent. For example, the speaker would use *he or she* or *her or his* and then, within the same sentence or paragraph, would slip into generic masculine pronouns. Moreover, instances of universal masculine gender nouns such as *manpower, mankind, workmanship* and *businessman* were found.

More subtle manifestations of sex bias occurred, suggesting a lack of total commitment to the goal of equality of the sexes. Specifically, the speakers were

sometimes guilty of stereotyping roles portrayed and of ommissions. The latter took two forms. The first involved the introduction of quotations and anecdotes by such phrases as, "a wise old man once said," or "I'm reminded of a man who," or "Thomas Henry Huxley once said," or "Woodrow Wilson once said." Quotations and anecdotes are effective means of communication widely used in speeches. Speech writers should make an effort to quote some "wise women," female authors, and other notable females. If an attempt is not made to maintain some sort of balance, audiences are left with the impression that all noteworthy and wise people are male.

The other most noticeable type of omission was failure to discuss thoroughly the issue of women and sex-role socialization at appropriate opportunities. The status of women in education, labor and civil rights was often mentioned but rarely explored.

Educating the young to be parents was the topic of three speeches. Though the author showed some cognizance of changing family patterns and structures, e.g., one-parent families, nuclear families, families in which both parents work, they indicated no support or approval for alternatives to the traditional family roles of father as breadwinner and mother as child-rearer and homemaker.

One speech stated: "An estimated 60 percent of the preschool age children in the U.S. are hauled off every morning to a day-care center, a home day-care service, or the home of a surrogate-mother baby sitter. This enables both parents to hustle off to a job so that, with two incomes, the family can keep up with the fast pace and somewhat misplaced values too often found in today's way of life."[9] This passage reveals a shallow, insensitive and biased view of the situation.

OE PUBLICATIONS

In 1971, the Office of Public Affairs had a budget of $800,000 and OE had been producing from 300 to 400 publications per year. By 1976, because of sharp cutbacks, the OPA budget had dropped to $500,000, and OE published fewer than 100 documents, most of them explanatory materials. For several years, newsletters were banned completely, but this structure has been eased.

At present there is only one OE publication intended for general outside distribution, the monthly magazine *American Education*. A review of *American Education* from 1971 to early 1977 shows an uneven progression from unconscious sexism to a positive and explicit concern with overcoming sexism.

Thus, in 1971, no articles dealt directly with sexism in education, and several revealed sex bias. For instance, one story described a job-mobile for dropouts in which "girls could learn to type." Another stated: "Girls begin to consider the retailing possibilities for the items they make in sewing classes. Boys begin to understand that a good deal of mathematics is required to sell cars or houses." This second article does touch on the issue of sex bias by saying that girls need to be encouraged to try working with tools. The message is, however, a mixed one.

A 1972 article, "Education and Women's Rights," discussed the impact of Federal laws on women. In addition, in 1972, photographs of female students fixing cars and typewriters and of male students typing represented a step toward breaking down stereotypes. The June 1973 issue contained three articles on sexism: one about a human-relations training course for teachers in Minneapolis, one about the work of Women on Words and Images to change textbooks, and a third describing the experience of a male student in a women's studies course. In 1974 *American Education* had six articles on sexism, from "Exploring the Nature and Extent of Sex Bias" to "The Plumber's Here and He's a Woman."

Only two articles on women and education ran in 1975, and just one very short piece, on the funding of projects under the Women's Educational Equity Act, appeared in

1976. In 1977, however, several issues addressed the problem of sexism in instructional materials, curricula, teaching styles, vocational education, and counseling. Noteworthy is the April 1977 issue which featured such articles as "Counseling: Potential Superbomb Against Sexism," "Toward a Nonsexist School," and "What to do About Sex Bias in the Curriculum."

In its 1976 audio-visual products, OPA focuses on women, the major project being a $100,000 film on women in nontraditional careers, *The Women's Game*. The film shows how six women of different ages, races, backgrounds and abilities make use of a variety of educational opportunities. Included are a logging truck driver, a marine biologist and an athlete, all of them women.

COMMUNICATIONS PRODUCED BY OE PROGRAMS

Of the twenty-six Education Division employees who responded to the question, "To what extent do communications reflect a concern with sex fairness?" nineteen checked " Communications attempt to raise the listener's or reader's awareness of issues of sex fairness."

Of the twenty-nine who responded to the question "What steps are taken to assure sex fairness in communications?" two checked, "There is a formally stated policy that all communications shall be sex fair," five checked "All communications are reviewed for sex fairness," and sixteen checked "There is an informal policy that all communications shall be sex fair." Only one respondent checked "All communications are checked for sex fairness against written guidelines."

Although some awareness of the issue of sexism is evident in the Education Division, no uniform policy is followed. Thus, the attention paid to sex fairness varies greatly, reflecting the lack of a Division-wide mandate to eliminate sex bias.

A review of various communications produced by Education Division programs led to the following conclusions (with examples drawn from the findings).

Documents from the Bureau of Education for the Handicapped (BEH) used sex neutral language for the most part -- with occasional lapses into the generic *he* -- but did not address the problem of sex stereotyping. For example, the November 1976 issue of the magazine *Exceptional Children* was devoted to the BEH. Of the eighteen articles by BEH personnel, not one of them touched on the subject of sex-role stereotyping.

Speeches given by the Director of the Office of Career Education used nonsexist language (e.g., *she/he, his or her, all persons*) -- although the terms *businessmen, craftsmen* and *economic man* appeared -- and contained general references to discriminatory treatment of women. For example, "Problems of both race and sex stereotyping in occupational choice and opportunities are currently attracting much national attention." But they did not discuss specifically sex-role stereotyping in career education training, materials, attitudes or practices.

Materials describing the Right to Read program showed improvement over time. The earliest materials reviewed (1974) used the generic *he* when referring to students. The newer brochures used the plural they, but the use of sex fair language was inconsistent. The subject of sex-role stereotyping was totally absent from the materials examined. Since values as well as skills are learned from reading materials, it is important that the value of sex equality be fostered.

Several Teacher Corps reports were reviewed. With only one exception, the language was nonsexist. Graphic materials represented a variety of racial and cultural backgrounds and struck a good balance in showing boys and girls, women and men, engaged in a range of activities.

COMMUNICATIONS PRODUCED BY NIE

The NIE materials reviewed revealed an understanding of and sensitivity to sex fairness. For example, the program plan for 1978 highlighted the goal of seeking "solutions to the total life inequalities

women face." The budget plan proposed to "expand research and development needed to help increase the number of women and minorities interested in and prepared for non-traditional careers."[10]

As documented in an earlier paper in this series,* the rhetoric of NIE is highly supportive of women's concerns but the stated goals have not been translated into action on an Institute-wide basis. (See pp. 11 - 12 for further discussion of NIE.)

COMMUNICATIONS PRODUCED BY HEAD START

Although Head Start is not organizationally part of the Education Division, it was included in this review because it is an education program and because a child's early years are crucial in the formation of attitudes. The Head Start materials reviewed were, overall, highly sexist, revealing by omission and commission a lack of awareness of the problems of sex bias.

The materials used the generic he when referring to students and she when referring to teachers. This pattern was broken only by an occasional inconsistency such as: "Any initial frustration is more than offset by his progress as he or she bcomes more self-assured and comfortable among non-handicapped persons."[11] In another publication the photographs were nonstereotyped (e.g., a female physician, a male teacher), but the language was completely sexist, even to a caption on the photograph of the male teacher that read:

> "Teacher can encourage the children to express themselves in words by talking about her own feelings and experiences."[12]

Beyond the problem of pronouns, the content of the materials was seriously stereotyped. Almost all parent figures were mothers; fathers were seldom mentioned, although one passage referred to a father who was asked to come in and help the children plant a garden. A second mention was of a center which paid a father-carpenter to do some work for them. (This same center had a mother-volunteer making curtains.) Otherwise, almost all references were to mothers.

The majority of the illustrations of children in the materials were sex stereotyped. Girls were shown playing with dolls, talking on the telephone, cooking, housekeeping, clearing their plates from the dining table, hanging up clothes, ironing, listening to a story, looking out the window, and getting help to put their clothes on. Boys were shown sawing, hammering, exploring, and otherwise being active and curious.

Some positive discussions appeared. One document states:

> Men's clothing should be part of the dress-up collection in every child center. Dolls representing the occupation of the fathers of the children allow all the children to play at doing what is still frequently referred to as men's work. Tommy can be a carpenter with a hammer; Lois can be a painter with a wide brush and a can of water.

The illustration accompanying these words, however, showed a boy painting and a girl wearing high-heeled shoes and wielding a mop.[13]

The same book discussed the little boy who dresses up in his mother's clothes or plays with dolls, noting: "Adults may worry that the boy will grow up to be a sissy and the girl a tomboy." Though it states that such play is natural and should not be a cause for worry, the book does not deal explicitly with sex-role stereotyping but merely goes on to say, "if the children continue to dress and act like members of the opposite sex, they face the possibility of living a

*See JoAnn M. Steiger and Eleanor Szanton, Efforts Toward Sex Fairness in the Use of Educational Division Funds, *National Advisory Council on Women's Educational Programs, 1977.*

life that is out of step with the mainstream of society as we know it today."[15]

Indications that Head Start officials may themselves have biased perceptions came out during the interviews. For example, one high official, explaining why all top staff members were male, remarked, "the jobs are very demanding. We often need people who can put in an 80-hour week and do not want to require this of a mother." He also said that he would be very reluctant to have a female special assistant working long hours with him because that might cause gossip.

CONCLUSIONS AND RECOMMENDATIONS

Except for Head Start materials, which were heavily sexist in both content and language, communications produced in-house by the Education Division are generally nonsexist. There are, however, no established definitions or guidelines, and most reviews for sex bias are done informally. Speeches and documents usually miss opportunities to educate the audience regarding sex bias and sex stereotyping. In light of these findings, the Council makes the following recommendations:

1. The Education Division should issue a formal policy statement that all communications be sex fair.

2. The Education Division should adopt guidelines on sex fairness in communications and should require that they be used in preparing in-house documents and speeches. Copies of the guidelines should go to all program directors as well as to the Office of Public Affairs. The guidelines included in this report (pp.27 - 40) are intended as a model of the type which the Council believes would be most effective.

3. All Education Division personnel should be trained in the use of the guidelines, and a procedure to monitor communications should be established.

4. An ongoing awareness program should be developed so that Division personnel will more fully appreciate the subtle aspects of sex bias.

5. All Education Division officials should make a conscious effort to include in speeches and documents discussions of sex bias, sex-role stereotyping and the changing roles of men and women. The Office of Public Affairs can use its access to the media to bring these issues before the public. In addition, positive action to eliminate sex bias within the Department should be publicized.

6. The Assistant Secretary for Education should recommend to the Secretary that early childhood programs, including Head Start, be reviewed for sex bias in materials and programs.

III.
How sex fair are products developed with education division funds?

In reviewing materials, Women on Words and Images found many more instances of sex bias in materials produced by grantees and contractors than in doucments produced in-house. Clearly, recipients of Federal funds need to have their consciousness raised. However, interviews with Education Division officials indicated that they perceived their authority to act in this area to be limited. Specifically, they mentioned the following as obstacles:

1. STATES' RIGHTS AND LOCAL OPTIONS. As was discussed in an earlier paper in this series,[16] the majority of Education Division funds goes to formula grant programs, which by law leave a great deal of discretion to the state and local education agency or the educational institution. Although Federal officials can in many ways provide leadership to help these agencies deal with sex stereotyping, their opportunities for direct action are limited.

2. FIRST AMENDMENT RIGHTS. The opportunities for Federal officials to influence state and local education agencies as they produce materials are further limited by considerations of the Constitutional guarantee of freedom of speech.

3. ABSENCE OF TITLE IX AUTHORITY. Using the argument of First Amendment rights, the Department of Health, Education and Welfare (DHEW) eliminated from Title IX* all requirements that textbooks and other educational materials be free of sex bias.

Title IX of the Education Amendments of 1972 (PL 92-318) prohibits sex discrimination in education programs receiving Federal funds.

Nonetheless, working within the framework imposed by these perceived limitations on their authority, some Federal officials have found ways to provide leadership that helps contractors and grantees to overcome sex stereotyping. Among these approaches are requiring assurances of social fairness, including anti-sex-bias criteria in grant guidelines and Requests for Proposals (RFP's); monitoring products for compliance with antibias criteria; and providing technical assistance to states in developing review procedures and guidelines.

The rest of this chapter discusses these and other efforts to foster sex fairness in materials produced with Federal funds and reports the findings of a review of selected documents.

EFFORTS BY THE NATIONAL INSTITUTE OF EDUCATION

In 1976, NIE's Dissemination and Resources Group (DRG) published a two-volume "Catalog of NIE Education Products" describing 660 products developed with NIE funds. In preparing the catalog, NIE requested developers to submit a six-page description of each product, giving information on such standard items as topic, cost and target audience. The NIE guidelines also called for minimal assurances of harmlessness and social fairness "that it (the product) will not perpetuate social biases," and suggested, but left optional, the inclusion of additional claims of social fairness (including sex fairness). Guidelines on how to present evidence in support of any claims made were also provided. The assurances and claims appear in the catalog as part of the description of the product.

An examination of the assurances and claims submitted in 1975 showed that, of the 122 product descriptions reviewed, 57 percent asserted minimal sex fairness, and 43 percent mentioned positive efforts to achieve[17] sex balance. NIE is now moving to require that all grantees and contractors developing products submit information on those products for the NIE catalogs, including a description that follows the guidelines. Thus all producers of materials will be asked at least to consider the sex fairness of their documents.

The DRG has also developed -- for in-house use -- a product rating form that includes the following item on social fairness:[18]

SOCIAL FAIRNESS - extent to which the product excludes and counters bias related to sex, race, religious beliefs, ethnicity and socio-economic status

contains obvious bias related to sex	Affirmative Action appears to counter bias related to sex by appropriate corrective measures.

0-----1-----2-----3-----4

Similar items on bias related to race and ethnicity, religious beliefs, and socio-economic status appear on the rating form. Though never formally adopted, this form is used by NIE personnel as an informal guide in rating products.

Elsewhere in NIE, sex fairness criteria have been included in grant guidelines and RFP's. As was mentioned in an earlier paper in this series,[19] concern over sex fairness is manifested chiefly by three units within NIE: the Education and Work Group, the Women's Research Staff which is part of the Educational Equity Group and the Dissemination and Resources Group.

This is not to say that materials produced by other NIE groups are blatantly discriminatory. The record is mixed. As one person from the Basic Skills Group said on a questionnaire: "The intent is 'sex free,' but the reality is in the eye of the beholder." This statement underscores the need for a more uniform level of awareness on the part of "the beholders" as well as for a more uniform policy throughout NIE; one that includes specific guidelines to promote implementation.

That the extent of interest in sex fairness differs from group to group within NIE is clear from comparing their products. For example, the document "Development of Career Awareness in Young Children" (sponsored by the Education and Work Group) deals throughout with the problem of stereotyping by sex and by race/ethnicity. In contrast, a document entitled "Declining Test Scores - A Conference Report" (from another NIE unit) states that the scores of females have decreased more rapidly than those of males and that males do better than females in mathematics, science, social studies and citizenship. However, it makes no effort to discuss the possible social cause of these sex differences; out of thirty recommendations for further research, not one involves the need to examine the reasons for the declining scores of females.

EFFORTS BY THE OFFICE OF EDUCATION

The Bureau of Elementary and Secondary Education (BESE) provides schools and public libraries with formula grant funds to buy instructional materials. OE is prohibited by law from restricting the kinds of materials that may be purchased and, as one official put it, "the Federal hand must be light."[20] Nonetheless, personnel in the Office of Libraries and Resources have found ways to show leadership on the sex bias issue, for instance, by raising the topic at meetings with state and local officials, by presenting information on sex stereotyping and in-

stitutes and conferences, and by discussing the issue in informal conversations. One employee reported on a questionnaire: "A number of (state and local education agencies) have produced selection policies for instructional materials that include considerations of sex representation and fairness. Some of these . . . were produced with Federal funds."

A number of programs with discretionary funds -- that is, money for grants and contracts over which the Federal officials have a great deal of control -- reported specific efforts to address sex bias in their products. For example, the Consumer Education program of the Bureau of Occupational and Adult Education (BOAE) has required that all Requests for Proposals and grant guidelines specifically address sex fairness.[21]

An examination of questionnaire responses revealed the following efforts toward sex fairness. The curriculum development program of the BOAE (Part I) reviews all products in draft form for sex fairness. The training center programs of the Alcohol and Drug Education Program include workshops on racism and sexism, women's assertiveness, and women's issues. Although the Office of Indian Education faces some conflict between the mandate to portray traditional cultures and the demand for women's equality, many of its products are consciously sex fair: "Such publications as the *Indian Education Record of Oklahoma* portray women as well as men in professional education positions. . . 'Billy,' a health career recruitment film produced through a Part B, Title IV grant to the Association of American Indian Physicians . . . portrays women in professional health positions and has dialogue stating that women, as well as men, can be doctors and other health professionals." [22] The Special Program Staff of the Bureau of Elementary and Secondary Education reported that their parenthood training programs emphasize the sharing of responsibilities by both sexes.

REVIEW OF OE-FUNDED PRODUCTS

Despite the efforts noted, the review of products developed with OE funds revealed some continuing problems.

BUREAU OF OCCUPATIONAL AND ADULT EDUCATION (BOAE)

The materials produced by direct grants from the BOAE generally used nonsexist language. The generic *he* was not found. Terms like *craftsman, journeyman, foreman* and *draftsman* appeared in one publication, which also had forty-one illustrations of males and only eleven of females.[23] In another document, three line drawings showed male figures using tools; no females were shown.[24]

The materials examined did not address in an enlightened manner the topic of the changing roles of men and women. Two of the products ignored the question entirely.[25] A third made some attempt to deal with it.[26] For instance, one passage states:

> Traditionally it has been assumed that men will enter the work force upon completion of their education. Their marital and family status has had no effect on this basic assumption.

This statement is not clarified. The student-reader is not made aware that things are any different today. The following statement from the same publication makes it clear that a woman's marital status affects the kind of outside job she is able to take:

> In considering particular jobs and careers married women and women with children look into the flexibility of schedules, availability of child-care facilities among other things.

The teachers' guide for this material suggest that the students examine the influence of off-the-job responsibilities on career decision making by interviewing

their mothers and local employers to learn what adjustments must be made by each when homemaking and child-care responsibilities are combined with employment.

OFFICE OF BILINGUAL EDUCATION (OBE)

The OBE materials reviewed, which were mostly curricular resources for students, were unequivocally traditionalist with respect to sex roles; the illustrations depicted 162 males and only 24 females. The illustrations in another document, a bibliography, were more evenly balanced between the sexes. In all the materials examined, however, sex stereotypes prevailed in both the text and the illustrations, e.g., women were shown washing clothes and a man was shown driving a tractor.[27] One book, *Nuestro Mundo Multietnico*,[28] describes some Chicano families including the Rodriguez family:

> The jefe (head) of the familia Rodriguez is Sr. Jose Rodriguez, who traditionally and generally makes the rules and mandates to be followed by the other family members. . . Traditionally, permission from the father is a must. Whether the mother approves or not, the family inevitably will ask the father for the final say so. . .

There follows a discussion of paternal discipline, with the point being made that the father is very strict with his daughter Christina. The passage continues:

> On the other hand, this paternal authority becomes less strict when it comes to the sons in the family . . . they have more freedom than Christina. The reason for this is that Manuel and Enrique someday will become heads of households, and need to learn to weigh this responsibility, or understand how to balance it in decision-making situations.

Apparently Christina does not have to learn how to make decisions because that will always be the prerogative of the males in her life.

In a family where the father has died, the oldest son, Jorge is

> . . . in charge of his family. This includes his mother, Elvira; and two brothers, Antonio and Reynaldo; and one sister, Herlinda. He becomes his mother's right arm and advisor. Jorge becomes responsible not only for the family, but for his mother in particular.

This book is, to be sure, describing a different society than our own - one with a cultural tradition of male dominance and authority; but at the same time, it is promoting sexism and thus furthering the obvious inequities that sexism produces.

Not only were the materials examined traditionally stereotyped, but also they made no mention of issues that concern women. Perhaps they could have devoted some discussion to the conflict between Mexican-American (Chicano) society described and the changing roles of males and females in American society today, a discussion which might help Mexican-Americans deal with the confusion and ambivalence that they almost certainly feel because of this conflict.

OFFICE OF INDIAN EDUCATION (OIE):

The OIE materials reviewed, not including the two items mentioned earlier as positive examples (p.13), made no mention of sex discrimination. A number of documents used the generic *he*.

OFFICE OF CAREER EDUCATION (OCE):

One of the OCE documents reviewed was the report of a national survey of career education.[29] This document was designed and monitored by the Office of Planning, Budgeting and Evaluation. The

goal of the report was to provide a comprehensive picture of career education. The project had five objectives, including:

> To update previous assessments of both commercial and non-commercial career educational materials with particular emphasis given to race and sex stereotyping and provisions for the handicapped.[30]

The survey showed that:

> Sex-bias is a greater problem than race bias and stronger efforts are needed to reduce stereotyping that can and does restrict students' occupational aspirations.[31]

The same report includes a statement of the National Advisory Council for Career Education which makes no mention of race or sex bias.

"Career Education: How to Do It," [32] a report of 20 mini-conferences and 239 experiences of career education teachers in dealing with career education, mentions girls only once, saying that they are beginning "to realize that no job is necessarily closed to women." Only one of the 239 reports presents a module specifically designed "to introduce girls to the many new and different jobs now open to them."

"A Classification Scheme for Career Education Resource Materials,"[33] is intended to present a classification scheme, to define various career clusters, and to explain procedures for using the classification scheme. Under the heading "special groups" in the classification schemes, *female* is eighth of twelve categories.

In December 1976, general materials in the extensive Career Education Resource Library at the Office of Education were examined for sex fairness. Of ten materials examined, only one document seemed nonsexist, though it did not attempt to address any special needs of females.[34] The other materials were stereotyped using sexist language, e.g., the generic *he, policeman, lineman, stewardess*. Though attitudes and values were discussed in some of the materials, the subjects of sexism and of the changing roles of women and men were generally ignored.

TELEVISION PROGRAMS SUPPORTED WITH OE FUNDS

Funded by OE and produced under the Emergency School Aid Act, the television shows reviewed for this report gave the overall impression of being male-dominated. Though sensitive to the issues of racial/ethnic identity, Sesame Street paid only token attention to females. In the shows observed, women were shown cooking and typing. The female puppets had lots of hair and jewelry and were presented as vain and silly. Adult women were belittled or neglected. Some of the shows were reruns several years old that are still being aired, contributing to the perpetuation of the traditional stereotypes.

Sesame Street has officially stated that one of its goals for its eighth season (1976-77) is to address the role of women. On the official chart listing the program's goals, however, "role of women" is listed under the goal area "The Child and *His* World,"[35] a title which in itself indicates a lack of awareness.

Women on Words and Images also reviewed *Infinity Factory*, a program intended to teach mathematics to children ages 7-12.

In an episode on February 9, 1977, males predominated both numerically and as role models for occupations. Seven males but only two females were shown in occupational roles, which were, moreover, stereotypical for both sexes, e.g., a mother was shown with a baby carriage, a girl was shown wiping a store counter.

Occupational sex-role stereotyping was also evident in another show, *Rebop*. In an episode on February 9, 1977, all seven occupational roles shown were filled by males. A mother appeared

several times. In addition, there were scenes involving (1) a boy acting as a junior volunteer firefighter; (2) a boy with his father fixing up the home; (3) boys playing guitars and drums; (4) boys learning to box; and (5) boys learning to act. The only role rehearsal shown for girls was in acting.

Although only a small sample of TV programs were reviewed for this study, that sample left a strong enough impression to justify a recommendation to the Office of Education that a more comprehensive and intensive study of the television shows funded by OE be undertaken. Given the important role that television plays in the lives of children, it is imperative that the roles and traits of male and female characters be carefully analyzed and that, where necessary, corrective measures be taken to promote a sex fair image of both males and females.

OTHER DOCUMENTS

Two other documents reviewed for this study represent polar opposites in their concern with sex fairness. "A Handbook for Integrated Schooling,"[36] designed and monitored by the Office of Planning, Budgeting and Evaluation and contracted under Emergency School Aid Act exemplifies how much can be done. Though devoted to the topic of racial integration, the handbook is at the same time fully sex fair. Its language is totally nonsexist (for instance, *letter carrier* and *police officer* are used), and the graphics, meant to be racially integrated, also strike a balance in depicting males and females.

In contrast, *The Education of Adolescents*,[37] a report produced by the National Panel on High School and Adolescent Education, is sexist both in language and in content (i.e., omissions). Issues of sex fairness and of the changing roles of males and females are not discussed. Teachers are *she*, students, *he*. Workers are also male. The report talks of *man's ability, manpower* and an *advertising salesman*. A quotation from the HEW Special Task Force on Work refers to "the worker on his job."

In addition, bibliography consists entirely of the works of male authors. Quotations from, or references to, males overwhelm those for females. Thus, on page 82 of the report, quotations from Kathryn Bloom and Abraham Maslow are cited. Page 83 mentions Rembrandt, Bach, Mark Twain and D.H. Lawrence and quotes from Arnold Isenberg and Eric Larrabbee. The next page contains quotations from Jon Roush, Mark Schubart, Bennett Reimer and Stephen Spender. The same preponderance of males is found among authors of the background papers prepared for the National Panel: seventeen are men, and only three are women.

An example of the perpetuation of traditional sex stereotypes is the recommendation that "child care centers for working mothers"[38] be established. No mention is made of the possibility that working mothers and fathers might both benefit from the establishment of such centers, indicating complete lack of awareness of the changing roles of women and men in today's world.

Elsewhere the report uses the following sexist examples to illustrate an out-of-school learning situation:

> "A" works in a hardware store which . . . pays him the standard wage.
>
> "B" works in a neighborhood health clinic -- She works full time for the three month period and is paid for her transportation expenses only.

In short, this book is glaringly sex biased, contrasting vividly with the previously mentioned example of a totally sex fair document.

CONCLUSIONS AND RECOMMENDATIONS

The Office of Education and the National Institute of Education have made efforts

to address the problems of sex bias and sex stereotyping in products. Much remains to be done, however, A review of selected products developed with Federal education funds revealed numerous examples of sexism in language and a continuing problem with neglect of the issues. Attempts at sex fairness are spotty and inconsistent. In light of these findings, the Council makes the following recommendations.

7. The Education Division should issue a formal policy statement that all products developed with Federal funds be sex fair.

8. The Education Division should adopt a definition of sex fairness in products and a set of explanatory guidelines to accompany them. The guidelines included in this report (pp. 27-40) are intended as a model of the type which the Council believes are necessary.

9. Education Division personnel should be trained to use guidelines defining sex fairness and should be exposed to a program designed to make them aware of the scope and seriousness of sex bias.

10. All products developed with Federal education funds should be monitored for sex fairness as they are being developed, and sex fairness should be a criterion for final acceptance of all such products.

11. The Education Division should examine the positive activities that certain units have undertaken to foster sex fairness in products and should issue a directive requiring that such activities be implemented Division-wide.

12. The Education Dvision should undertake a study to determine what internal factors facilitate or obstruct the development of sex-fair products and programs within the Education Division.

13. The Office of Education should conduct a comprehensive, in-depth study of Federally funded television programs to check for the presence of sex bias and should prepare a plan for developing sex fair educational TV programming.

IV.
How sex fair are products disseminated by the education division?

Chapter III mentioned the efforts of the Dissemination and Resources Group (DRG) of the National Institute of Education to obtain statements about sex fairness in products from NIE grantees and contractors. In addition to publishing these assurances and claims of social fairness in the "Catalog of NIE Education Products," the DRG also provides this information to the Educational Resources Information Center (ERIC) system, the major dissemination system for education research.

JOINT DISSEMINATION REVIEW PANEL (JDRP)

In 1973, the Office of Education established a Dissemination Review Panel to review products produced by OE contractors and grantees before recommending that they be disseminated. The purpose was quality control. Developers of education products were asked to provide evidence that their materials were effective when used with the intended target population.

The panel evolved to become the Joint Dissemination Review Panel (JDRP), with twenty-two members drawn from both the Office of Education and the National Institute of Education. Panel review is required before any Education Division program office may approve use of Federal funds to disseminate any practices or products for which claims of effectiveness are made. JDRP approval is also required before an Education Division program may officially endorse a product.*

**The rejection of a product by the JDRP, however, does not in any way restrict the freedom of the developer to disseminate a product privately.*

Although the chief concern of the JDRP is with standard evidence of effectiveness (for example, research data showing that students who used the developer's reading materials scored higher on a standard reading achievement test than did students in a control group who used other materials), the Panel is also concerned that the products cause no harm to potential users and that they be socially fair.

The JDRP does not itself review for social fairness. A new procedure (effective March 1, 1977) requires that the deputy commissioner (in the case of OE programs) or the associate director (in the case of NIE programs) in charge of the program that funded the development of the product sign a letter of transmittal to the JDRP stating that "the submission has been pre-reviewed and, to the best of his or her knowledge, is factually correct and that the products or practices are socially fair and apparently not harmful."[39]

The statement of procedures -- from which the above quotation is taken -- does not, however, define social fairness. The only other mention of this topic occurs near the end of the document, as follows:

> *The Panel reviews primarily evidence of effectiveness* but it is concerned with other issues: JDRP's primary responsibility is to judge the effectiveness of submitted products or practices. It also serves as an additional opportunity to assure that other screening criteria which are the responsibilities of the Education Division's programs are

> met. As discussed in the first two sections of this paper, the Panel is concerned that the products or practices whose effectiveness is to be reviewed are clearly identified, that common implementation problems are described and that full start-up and operating costs are presented, so that schools interested in selecting the item will not do so under any mis-impression about its costs. Other Federal concerns include social fairness and possible harm to users.[40]

The JDRP form for the transmittal memo from the deputy commissioner or associate director to the JDRP does refer to sex fairness as being part of social fairness. The form reads in part as follows:

> I also affirm that the products or practices described in the submission have been favorably reviewed for social fairness (e.g., fairness with regard to sex, race, religion or occupation) and have been examined with respect to possible harm to users. Limitations, if any, as to fairness or possible harm are noted in the submission.[41]

At present, however, no guidelines are provided to the deputy commissioners and associate directors to assist them in determining whether a given product is socially fair. Nor are any guidelines or definitions sent to developers of products.

In the course of interviews concerning the JDRP's role, Lois-ellin Datta, Chair of the Panel, expressed her concern about the need for a set of guidelines. Although the JDRP is not empowered to mandate the use of such guidelines, it could provide them to officials and product developers as an aid in understanding the meaning of social fairness. The guidelines could help to increase awareness of various aspects of sex bias and stereotyping that might otherwise be overlooked. Dr. Datta has requested that a set of guidelines be developed and included as part of the standard JDRP packet sent to all Education Division contractors and grantees developing products.

At a JDRP meeting on March 23, 1977, the need for such guidelines was clearly demonstrated. The Panel reviewed two sets of curricular materials for children with learning disabilities, an area of the curriculum which previous investigations have found to be extremely sex biased.[42] Though the Panel discussed the evidence presented on the effectiveness of the products for two-and-a-half hours, at no time was the issue of social fairness discussed. The rationale given for this omission was that the products had been prescreened as described above. Yet, as previous reports in this series[43] have emphasized, the level of awareness and understanding of sex-bias issues among Education Division employees is highly variable, depending on the individual. In the total absence of guidelines or other operational definitions of social fairness, it is difficult to see how the assurances of prereview can reliably indicate that products are, in fact, sex fair.

THE NATIONAL DIFFUSION NETWORK (NDN)

The National Diffusion Network (NDN) is a mechanism by which products approved by the Joint Dissemination Review Panel are disseminated to states and school districts. The NDN has funded 133 Developer-Demonstrators, Users, and State Facilitators who help schools identify and adopt innovative products and practices that have been developed with Federal funds and approved by the JDRP. In the Developer-Demonstrator programs, the organizations that originally developed the products receive $20,000-$50,000 for assisting school districts to adopt the materials.

The existence of the NDN intensifies the impact of the JDRP's actions regarding the social fairness of products. If all products are effectively screened for sex bias, the NDN can take a lead in

fostering the use of sex fair materials. If, on the other hand, the JDRP does not move to back up its social fairness assurance with operational definitions, Federal funds will continue to be used to perpetuate sex biased and sex stereotyped materials in the schools.

The NDN also could be a mechanism to disseminate products developed with Federal funds that are designed specifically to help overcome sex bias and sex stereotyping, such as those developed under the Women's Educational Equity Program.

CONCLUSIONS AND RECOMMENDATIONS

The Education Division has taken a significant step toward fostering equity for girls and women in educational materials by requiring that each product submitted to the Joint Dissemination Review Panel be accompanied by an assurance of social fairness (including sex fairness) signed by the deputy commissioner or associate director in charge of the funding program. This assurance, however, may be no more than a paper formality if the requirement is not backed by specific guidelines that operationally define sex fairness. In view of these considerations, the Council makes the following recommendations:

14. The Education Division should issue a formal policy statement that all products disseminated with Federal funds be sex fair.

15. The Joint Dissemination Review Panel should adopt a detailed set of guidelines defining sex fairness in materials, to be sent to every contractor and grantee developing products. The guidelines included in this report (pp.27-40) are intended as a model of the type which the Council believes are required.

16. Training should be provided for all staff members, including deputy commissioners and associate directors, to help them understand the guidelines, their importance, and their use. This aspect of training is intended to develop awareness of sex bias and sex stereotyping.

17. A mechanism should be developed to ensure quality control in the application of the guidelines. For example, the Women's Program Staff could periodically review a random selection of products submitted to the JDRP to see that they conform to the guidelines and could report to the Commissioner (or director) any significant departures.

18. The Women's Educational Equity Program should explore ways of taking advantage of the National Diffusion Network.

Footnotes

[1]Jean Lipman-Blumen, "Overview: Demographic Trends and Issues in Women's Health," in D. Olesen (Ed.), *Women and Their Health: Implications for a New Era* (Washington: National Center for Health Services Research; Health Resources Administration; Department of Health, Education and Welfare, 1977)

[2]Carroll, John B. (Ed.), *Selected Writings of Benjamin Lee Whorf* (New York: John Wiley & Sons and the Technology Press of MIT, 1956).

[3]Barrie Thorne & Nancy Henley, *Language and Sex* (Rowley, Mass.: Newbury House, 1975).

[4]Joan Rubin, "Why Change Language?" in *Women, Men, and the New Language,* prepared by the Task Force for Equal Treatment of the Sexes in Media (Honolulu: Honolulu County Committee on the Status of Women, 1977).

[5]See, for example: V. Kidd, "A Study of the Images Produced Through the Use of the Male Pronoun as the Generic," *Moments in Contemporary Rhetoric and Communication,* Vol. I (Fall 1971), pp. 25-29; S. L. Bem & D. J. Bem, "Does Sex-Biased Job Advertising Aid and Abet Sex Discrimination?" *Journal of Applied Social Psychology,* Vol. 3, No. 1 (1973, pp. 6-18; L. Harrison & R.N. Passero, "Sexism in the Language of Elementary School Textbooks," *Science and Children,* Vol. 12 (January 1975), pp. 22-5.

[6]Rubin, "Why Change Language?"

[7]Janice Birk, Jacqueline Cooper, & Mary Faith Tanney, "Is What We See All We Can Be?" in Nancy K. Schlossberg & Janice Birk (Eds.), *Freeing Sex Roles for New Careers* (Washington: Office of Women in Higher Education; American Council on Education, 1977).

[8]U.S. Office of Education; Department of Health, Education and Welfare, *A Look at Women in Education: Issues and Answers for HEW* (November 1972).

[9]T.H. Bell, "An Educator Looks at Parenting," speech delivered March 25, 1976.

[10]National Institute of Education, *Executive Summary: A Preliminary Program Plan* (1976).

[11]Project Head Start, "Handicapped Children in Head Start Programs," (Washington: Office of Human Development, 1975-1070).

[12]Project Head Start, "Language Is for Communication," part of the *Caring for Children* series #10. (Washington: Office of Human Development, 1976-31035).

[13]Lois B. Murphy & Ethel Leeper, *From "I" to "We": Caring for Children, No. 8* (Washington: Office of Human Development, 1976-31033).

[14]Ibid.

[15]Ibid.

[16]See JoAnn Steiger & Eleanor Szanton, *Efforts Toward Sex Fairness in the Use of Education Division Funds* (Washington: National Advisory Council on Women's Educational Programs, 1977).

[17]Carolyn Clark, *Report on a Codification and Analysis of Assurances, Claims and Evidence to Support Claims in NIE Sponsored Educational Products* (Washington: National Institute of Education, 1976).

[18]Susan Klein, *NIE Product Rating Form* (Washington: National Insitute of Education, 1975).

[19]Steiger & Szanton, *Efforts Toward Sex Fairness in the Use of Education Division Funds.*

[20]Interview

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[22]Questionnaire, Office of Indian Education.

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Appendix

Guidelines to ensure sex fairness in education division communications and products

INTRODUCTION

Sexism, or sex bias, is defined by the National Council of Teachers of English as "words or actions that arbitrarily assign roles or characteristics to people on the basis of sex. Originally used to refer to practices that discriminated against women, the term now includes any usage that unfairly delimits the aspirations or attributes of either sex."[1]

In communications, sex bias can be manifested in language patterns, in the exclusion or omission of females and their concerns, and in the sexist portrayal of roles and traits for both men and women. Sex fair communications, on the other hand, do not assign roles or characteristics on the basis of a person's being female or male. Sex fair communications have the potential of opening rather than limiting possibilities for men and women.

With this understanding, the importance of creating sex fair communications and eliminating the subtle tyranny of sex bias becomes more urgent. The Guidelines that follow will help you reject sexist content, internalize sex fair values and communicate without bias.

USING THE GUIDELINES AND CHECKLIST

Before beginning the actual creation of a communication, study these Guidelines. They are intended as a learning tool to assist you in preparing sex fair communications and becoming proficient at creating such materials automatically. Become familiar with the Guidelines. Refer to them while your work is in progress.

When you have finished, use the Checklist to ensure that you have covered all the categories and that your communication is sex fair. Columns have been provided to check off each category once you have decided that the material has followed the letter and the spirit of the Guidelines. Space is provided at the head of the columns for the date and the title of your product.

LANGUAGE

The language we use influences our perception of reality and reflects the structure of our society. One means of changing and improving the perceptions we have of ourselves and of others is to expunge biased terminology from all communications.

1. GENERIC HE/GENERIC SHE

Guideline — Use language that encompasses both sexes:
1. Use *he and she, her and his.*
2. Use nongender references: *you, student, person.*
3. Use plurals: *they, students, people.*
4. Use articles rather than personal pronouns: *a, an, the.*
5. Use passive voice for verbs. (This device should be used sparingly.)

Sex Biased — "This set consist of the three variables that pertain to the expectations and aspirations that a student and *his* parents have for *his* schooling . . ."[2]

Sex Fair — This set consists of the three variables that pertain to the expectations and aspirations that *students* and *their* parents have for schooling . . .

Sex Biased — "The person who cannot read places *himself* in a lesser orbit of the stream of life. *He* will go to great lengths to hide this inability to read."[3]

Sex Fair — The person who cannot read *is placed* in a lesser orbit of the stream of life. *He or she* will go to great lengths to hide this inability to read.

Sex Biased — An illustration of a male teacher is accompanied by the following caption: "Teacher can encourage the children to express themselves in words by talking about *her* own feelings and experiences."[4]

Sex Fair — The above quotation is sex biased because of the use of generic *she* for teacher. This is an opportunity to use *he or she.*

Rationale — To use the generic *he* with certain referents (e.g., worker) and the generic *she* for others (e.g., teacher) is exclusionary. It perpetuates sex stereotypes and thus encourages biased attitudes.

2. UNIVERSAL "MAN"

Guideline — Use a universal or neutral term instead of *man.*

Sex Biased — "Cooking of food was discovered accidentally by *cavemen.*"[5]

Sex Fair — Cooking of food was discovered accidentally by *cave dwellers*.

Sex Biased — "A Manual for Budgeting and Accounting for *Manpower* Resources in Postsecondary Education."

Sex Fair — A Manual for Budgeting and Accounting for *Human* Resources in Postsecondary Education.

Rationale — In the English language the word *man* has come to have two meanings: "adult male" and "human being." The effect of this usage is to exclude or overlook women.

3. "MAN" FIRST

Guideline — Interchange the use of *men and women, he and she* with *women and men, she and he*. Do not mention the female first only when the reference is to a stereotypical female occupation.

Sex Biased — When communications refer to both sexes, the terms *he and she, men and women, boys and girls* are commonly used.

Sex Fair — Communications can alternate between the terms *she and he, women and men, girls and boys*.

Rationale — Varied use of female and male primary references offers a more egalitarian approach to communication.

4. INCONSISTENCY

Guideline — To avoid inconsistency, be rigorous in your attention to language. A disclaimer that *he* means *he or she* should not be made.

Sex Biased — "Any initial frustration is more than offset by *his* progress as *he or she* becomes more self assured . . ."[7]

Sex Fair — Any initial frustration is more than offset by the *child's* progress as *he or she* becomes more self-assured . . .

Rationale — The terminology of a communication, whether oral or written, may begin with equal treatment of the sexes, then slip into sexist phraseology or predictable stereotypes.

5. DEROGATORY OR DEMEANING USAGE

Guideline — Do not use derogatory and demeaning references; they are unaccepatable.

Sex Biased — After giving some examples of how some vocational educational materials treat the subject of women, a speaker stated, "Getting back to a more serious vein . . ." and went on to talk about "the problems, challenges, and opportunities now facing vocational education or which loom on the horizon."[8]

Sex Fair — The remark implying that sex equality is not a serious concern should have been eliminated. Including sex discrimination as a problem, challenge and opportunity in vocational education would insure that this communication is sex fair.

Rationale — Characterizing females as silly, vain and flighty is erroneous and belittling. These traits can apply to many people at different times and should not be stereotypically assigned to females.

OMISSIONS

Omitting discussion of women's activities and achievements from communications shortchanges everyone. Females constitute over half the population, and information about their contributions and expertise should be given so that people of both sexes can benefit. Inclusion of women in every aspect of education promotes sex equality.

1. EQUAL REPRESENTATION

Guideline — Represent girls and women in equal numbers to boys and men in all situations, including subject matter, illustrations, sources, participants, data analyses, speakers, voices on audio-visual materials, and dissemination strategies.

Sex Biased — A speech contained the following quotes: "Will Rogers once said . . ." "And Edmund Burke tells us . . ." "Thomas Henry Huxley once said . . ." ". . . from Elbert Hubbard."[9]

Sex Fair — It is important to use quotations from women as well.

Rationale — Women and girls represent over half the population. Their contributions, activities and achievements must be made visible. Token representation is not sufficient to dismiss this obligation.

2. LOST OPPORTUNITY

Guideline — Whatever the concern of the communication -- whether program information, ethnicity, or *any* other topic -- create the opportunity to deal with sex bias and with issues relating to the changing roles of females and males.

Sex Biased — A resource book describing 155 exemplary educational programs developed by local school districts with the aid of federal funds totally ignores the issues of sex bias and sex stereotyping.[10]

Sex Fair — The compilation of exemplary programs should have included programs which deal with the issues of sex bias if, indeed, some of the programs did deal with this issue. A description of the relevant activities should have been included.

Rationale — The subjects of sex bias and the changing roles of males and females are usually ignored. Confronting these issues would improve and complete the communication as well as promote sex fairness.

3. DISREGARD OF PROBLEM IDENTIFIED

Guideline — Whenever situations or differences between the sexes are acknowledged, treat the identified problem thoroughly. In addition, the subjects of women and racial/ethnic minorities should be treated separately.

Sex Biased — A report of educational progress states,". . . males and females at age 9 show scholastic understanding that is fairly equal. By age 13, however, females have begun a decline in achievement which continues downward through age 17 and into adulthood."[11] Although the report recommends thirty areas for further research, the area of declining female achievement is not included.

Sex Fair — Because the decline in the test scores of females was identified as a problem, a recommendation should have been made to investigate the causes.

Sex Biased — The following statement was made about educational equity research and development program: "Equality of educational opportunity is denied many students because of their language or ethnic background, sex or economic status." The report then describes support for projects such as "improving teacher practices and curricular materials for culturally and linguistically different students, and determining how educational programs for high school students can be made sensitive to cultural-linguistic differences in style of learning and expression."[12]

Sex Fair — Since denial of equal educational opportunity because of sex is recognized as a problem, the report should discuss activities and funding required to alleviate it.

Rationale — The issue of equal educational opportunity for females is often identified but rarely treated in detail. Frequently, after an initial reference to the issue, it is glossed over or ignored entirely. Furthermore, although some aspects of

the problems facing women are also relevant to minorities, they are distinct problems with their own solutions. Even if they are mentioned together, they should be dealt with separately.

ROLES AND TRAITS

Stereotypical roles and traits are often assigned on the basis of sex. This restriction is stultifying to both females and males. It is necessary to provide particular encouragement and support to those who depart from traditional sex roles. Making varied role models more visible will also assist in achiving sex fairness.

1. FAMILY/PARENTING

Guideline — When portraying family and parenting roles in any context, assign examples of males and females to every aspect of each role. Include examples which have been considered nontraditional, so that both sexes are shown with wide range of options.

Sex Biased — "For example, *mother* or an *older sister* who works might spend the night at the Demitri home with a younger baby-sitter."[13]

Sex Fair — *"Mother or father,"* "older *sister or brother*" could easily be substituted to make this communication sex fair. The stereotypical assumption that females are the only ones available to baby-sit is invalid.

Rationale — It is often assumed that women are solely responsible for the care of the home and children and that men are the "bread-winners." These stereotypes are confining and inequitable. Nontraditional role models illustrate and encourage a wider range of options.

2. OCCUPATIONAL ROLES AND CAREER PREPARATION

Guideline — Depict a wide variety of occupations for both sexes, paying particular attention to nontraditional representations. In materials referring to students and career preparation, represent all careers as appropriate to either sex.

Sex Biased — "*Girls* begin to consider the retailing possibilities for the items they make in sewing classes. *Boys* begin to understand that a good deal of mathematics is required to sell cars or houses.

Sex Fair — *Boys and girls* begin to consider the retailing possibilities for the items they make in sewing classes. *They* also begin to understand that a good deal of mathematics is required to sell cars or houses.

Rationale — Men and women today work in an ever-widening variety of jobs. To ignore this reality perpetuates the myth that certain occupations are suited to only one sex. Girls and boys both must be prepared to work in their adult lives, and both need options, guidance and encouragement to choose fields of work and study that best suit their interests, qualifications and ability.

3. HISTORICAL/BIBLIOGRAPHICAL

Guideline — Acknowledge the presence, activities and accomplishments of women in history by including them in all historical references. The goal is an equal citation of males and females in historical/biographical references.

Sex Biased — The activities and accomplishments of seven men were depicted in a magazine over the course of a year. There were no comparable stories about women.[15]

Sex Fair — Search out historical/biographical information about the activities and achievements of females. Make every effort to include women in all communications.

Rationale — History has been distorted by the almost total exclusion of half the people. Information on women's roles in history is available today. Using it will result in a more comprehensive and sex fair presentation.

4. EMOTIONAL AND CHARACTER TRAITS

Guideline — Assign a variety and balance of emotional and character traits to both sexes. Negative and positive traits should be presented as appropriate for the situation rather than the sex.

Sex Biased — "He also believes that if he tries to get ahead, he will not encounter obstacles, and that with a good education he will have no difficulty getting a job. He would not sacrifice everything to get ahead, and would not want to change himself."[16]

Sex Fair — The inclusion of females in this description of character traits and aspirations would promote a sex fair communication.

Rationale — Human beings are capable of a wide range of desirable and undesirable emotional and character traits. Stereotypical thinking leads to differential labeling of traits for each sex, e.g., "aggressive" for males, "pushy" for females. Certain traits have been considered acceptable for one sex and unacceptable for the other.

5. PHYSICAL ATTRIBUTES AND PERSONAL APPEARANCE

Guideline — Describe the physical attributes and personal appearance of males and females without judgments about what is "proper."

Sex Biased — "The impression projected to the community by the medical assistant should be that of a *poised* professional person. 1) *Her make-up* should convey an impression of *natural good looks*. Make-up should be used with taste and discretion."[17]

Sex Fair — The impression projected to the community by the medical assistant should be that of a *capable* professional person. 1) *He or she* should present a *neat appearance.*

Rationale — Society assigns certain physical characteristics to each sex, and people who do not fit accepted patterns are stigmatized by this stereotyping. Females are frequently described in terms of their physical appearance, while males are described in terms of their accomplishments or characters.

GRAPHICS/AUDIO-VISUAL

Graphics often give the first impression of the material, setting the stage for the accompanying text. Graphics offer an opportunity to illustrate role reversal and to break out of the stereotypical portrayal.

1. NUMERICAL IMBALANCE

Guideline — Make sure that the number of illustrations in a publication or an audio-visual presentation are balanced between the sexes.

Sex Biased

[18]

Rationale — The graphics of a written or audio-visual communication will be relevant and fair only if they include both sexes.

2. STEROTYPED PORTRAYAL

Guideline — Depict a variety of roles, traits and activities for each sex. Show role reversal and nontraditional representations.

Sex Biased

19

20

Rationale — People of both sexes exhibit a wide range of roles, traits and activities. The graphics will be more relevant if this range is indicated. Exclusive use of traditional stereotypes is unrealistic and discriminatory. It reduces the acceptability of the communication.

3. DEROGATORY PORTRAYAL

Guideline — Avoid cartoons and illustrations which are demeaning.

Sex Biased

21

Rationale — It is unacceptable to demean racial/ethnic minorities, and it is equally unacceptable to demean females. It is unnecessary to insult anyone to make a point.

4. SEX SEGREGATION

Guideline — Represent both sexes in illustrations. Wherever possible, assure that portrayals of groups include both females and males.

Sex Biased

22

Rationale — Segregation of groups by sex limits relationships, perpetuates differences, promotes isolation and creates distorted views of what is permissible.

CHECKLIST TO INSURE SEX FAIR COMMUNICATIONS

	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:
LANGUAGE								
Generic he/ Generic she								
Universal "man"								
"Man" first								
Inconsistency								
Derogatory or demeaning usage								
OMISSIONS								
Equal representation								
Lost opportunity								
Disregard of problem identified								
ROLES AND TRAITS								
Family/ parenting								
Occupational roles and career preparation								
Historical/ biographical								

	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:	Date: Product:
Emotional and character traits								
Physical attributes/ personal appearance								
GRAPHICS/AV								
Numerical imbalance								
Stereotyped portrayal								
Derogatory portrayal								
Sex segregation								

Footnotes

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[2]George Mayeske, Tetsua Okada & Albert Beaton, Jr., *A Study of the Attitude Toward Life of Our Nation's Students*, Department of Health, Education and Welfare; Office of Education; Office of Planning, Budgeting and Evaluation (Washington: U.S. Government Printing Office, 1973), p. 84.

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[4]Lois B. Murphy and Ethel Leeper, *Language is for Communication*, Department of Health, Education and Welfare; Office of Human Development; Office of Child Development (Washington: U.S. Government Printing Office, 1976), p. 13.

[5]Alfred Clayton & John Almony, *Menu Cycles* (New Brunswick, N.J.: Rutgers, The State University, Curriculum Labs, June 1975).

[6]O. Jean Brandes, *Projects, Products and Services of the National Center for Education Statistics, 1976* (Washington: U.S. Department of Health, Education and Welfare, NCES, 1976), p. 86.

[7]Office of Human Development, Office of Child Development, Project Head Start, *Handicapped Children in Head Start Programs* (brochure)(1974).

[8]T.H. Bell, "New Outlooks for Vocational Education," speech delivered May 6, 1976, p. 7.

[9]T.H. Bell, "The Functional Characteristics of An Educated Person," speech delivered January 12, 1975.

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[15]*American Education*, U.S. Office of Education, 1975.

[16]George Mayeske, Tetsuo Okada & Albert Beaton, Jr., *A Study of the Attitude Toward Life on Our Nation's Students*, Department of Health, Education and Welfare, Office of Education, Office of Planning, Budgeting and Evaluation, 1973, p. 14.

[17]Mildren Jaeger, *Medical Assistant Curriculum*, N.J. Curriculum Laboratory (New Brunswick, N.J.: Rutgers -- The State University, 1976).

[18]"Good Equipment Helps Motivate Students," *American Vocational Journal*, Vol. 52, No. 6, September 1977, p. 7.

[19]Judith Wagner, "Toward Strengthening the Family," *American Education*, Department of Health, Education and Welfare, January-February, 1976, p. 30.

[20]Janet Hauser Hoyt, "The Story of Hard-Nosed Boston High," *American Education*, Department of Health, Education and Welfare, May 1976, p. 14.

[21]"Drawing Power," *American Education*, Department of Health, Education and Welfare, March, 1975, p. 19.

[22]Shirley Boes Neill, "Streamlining the Paperwork," *American Education*, Department of Health, Education and Welfare, March, 1976, p. 23.